

Message Text

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DRAFTED BY IO/UNP:POAKLEY:CB

APPROVED BY IO:WBBUFFUM

NEA:HHSAUNDERS

PM:JKIMBALL

L:SMSCHWEBEL

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NSC:MR. HAUGHTON AND MR. HORAN

S -JCOVEY

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FM SECSTATE WASHDC

TO USDEL SECRETARY IMMEDIATE

C O N F I D E N T I A L STATE 251279 TOSEC 160231

E.O. 11652: GDS

TAGS: PFOR, EG, IS, PORG, UN

SUBJECT: ACTION MEMORANDUM - U.S. CONTRIBUTIONS TO UNEF

- (S/S NO. 7521090)

FOR THE SECRETARY FROM IO WILLIAM B. BUFFUM

1. THE PROBLEM

THE EGYPTIAN/ISRAELI AGREEMENT INVOLVES AN EXPANDED
ROLE FOR UNEF; MORE DUTIES IN A LARGER GEOGRAPHIC AREA AS
WELL AS THE FORWARD MOVEMENT OF A LARGE PART OF THE FORCE.
THE EFFECTIVE FUNCTIONING OF UNEF WILL BE A CRITICAL
FACTOR IN THE MAINTENANCE OF THE AGREEMENT. THE SECRETARY
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GENERAL BELIEVES HE CAN MAKE ARRANGEMENTS FOR THE NECESSARY
ADDITIONAL PERSONNEL, BUT AS I INFORMED YOU AT A RECENT
STAFF MEETING, HE HAS REQUESTED OUR ASSISTANCE WITH
TRANSPORTATION AND EQUIPMENT. YOU TOLD WALDHEIM IN

SEPTEMBER THAT WE WOULD BE HELPFUL. THE QUESTION IS HOW MUCH SHOULD THE UNITED STATES VOLUNTARILY CONTRIBUTE IN EQUIPMENT AND SERVICES.

2. BACKGROUND

PRESENT ARRANGEMENTS FOR UNEF

COSTS FOR UNEF HAVE BEEN EXCEEDING THE BUDGET SINCE ITS INCEPTION IN OCTOBER, 1973, AND THE ADDED EXPENSES OF THE NEW ROLE WILL PLACE A FURTHER STRAIN UPON THE FINANCIAL ARRANGEMENTS FOR UNEF/UNDOF (BOTH FORCES ARE FINANCED BY THE GENERAL ASSEMBLY IN THE SAME PACKAGE). THE SECRETARIAT IS THEREFORE SEEKING FROM A NUMBER OF COUNTRIES AS MUCH VOLUNTARY SUPPORT AS POSSIBLE IN GOODS AND SERVICES FOR THE EXPANSION.

WHEN UNEF WAS FIRST ESTABLISHED THE UK, USSR, AND THE U.S. ENGAGED IN AIRLIFT OPERATIONS FOR THE CONTINGENTS AND THEIR EQUIPMENT WITHOUT CHARGE TO THE UN. SEVENTY-SIX MISSIONS BY THE U.S. AIR FORCE WERE INVOLVED, FROM INDONESIA AND PERU TO CAIRO AND TEL AVIV, AT A TOTAL NON-REIMBURSABLE COST OF APPROXIMATELY \$4 MILLION.

THE U.S. DECIDED THAT REIMBURSEMENT WOULD BE REQUIRED FOR ALL OTHER SUPPLIES AND EQUIPMENT FURNISHED, ALTHOUGH WE HAVE AGREED WITH THE UN THAT THIS CAN BE DONE IN PART ON A DEFERRED BASIS.

THE U.S. GOVERNMENT HAS PROVIDED ABOUT \$4 MILLION IN REIMBURSABLE EQUIPMENT, SERVICES, AND SUPPLIES TO THE UNEF AND UNDOF SINCE THE BEGINNING OF THESE OPERATIONS. THESE ITEMS INCLUDE: TRANSPORTATION, COMMUNICATION, AND MAJOR COMBAT EQUIPMENT; PRE-FABRICATED BUILDINGS; MAPS, ADMINISTRATIVE SERVICES; AND OTHER EXPENDABLE MATERIALS. ALTHOUGH SOME OF THESE ITEMS, E.G., VEHICLE SPARE PARTS, ARE STILL IN THE "PIPELINE", THE U.S. MILITARY SERVICES
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HAVE TO DATE BILLED THE UN FOR \$2.2 MILLION WHICH THE UN HAS REIMBURSED IN FULL.

ON THE BASIS OF THE ASSESSMENT LEVIED BY THE GENERAL ASSEMBLY ON THE ENTIRE MEMBERSHIP WE HAVE BEEN PAYING 28.9 OF UNEF'S COSTS DURING THE TWO YEARS OF ITS OPERATION, WITH A PAYMENT OF ABOUT \$23 MILLION EACH YEAR.

3. CURRENT UN NEEDS

THE UN HAS RECENTLY SUBMITTED A LIST TO THE UNITED STATES OF ITS ESTIMATED TOTAL NEEDS FOR NEW EQUIPMENT AND FOR THE AIRLIFT, ASKING WHAT PART WE WOULD BE PREPARED TO

CONTRIBUTE ON A NON-REIMBURSABLE BASIS. THE AUGMENTATIONS OF UNEF PERSONNEL IN THE FIRST STAGE OF EXPANSION WILL BE MINIMAL AND FURTHER PERSONNEL INCREASES WILL PROBABLY BE MODEST ADDITIONS TO EXISTING CONTINGENTS. THE MAIN ADDITIONAL COST OF THE EXPANDED OPERATION, THEREFORE, WILL BE FOR EQUIPMENT NEEDS, INCLUDING PATROL BOATS, MORE

VEHICLES FOR GREATER MOBILITY, AND AIRCRAFT. THESE ARE ROUGHLY ESTIMATED TO TOTAL \$50 MILLION.

THE UN EXPECTS TO GET SOME MAJOR ITEMS OF EQUIPMENT FROM OTHER COUNTRIES, SUCH AS PATROL BOATS (\$12.6 MILLION) HOPEFULLY FROM IRAN. BUT THE MAJORITY OF THE EQUIPMENT WILL HAVE TO COME FROM THE U.S., BOTH FOR REASONS OF COMPATIBILITY WITH EXISTING UNEF AND UNTSO EQUIPMENT AND FOR REASONS OF EARLY AVAILABILITY.

WE NEED TO DECIDE SOON HOW MUCH THE U.S. WILL CONTRIBUTE VOLUNTARILY SO THE UN CAN PRESENT COST ESTIMATES TO THE GENERAL ASSEMBLY. OBVIOUSLY THE LESS ADDITIONAL COST ASSIGNED TO THE MEMBERSHIP AS A WHOLE, THE LESS EFFECTIVE WILL BE THE ANTICIPATED SOVIET COMPLAINTS AND OPPOSITION TO THE INCREASED BILL.

4. SOVIET ATTITUDE

A COMPLICATING FACTOR IS THE NEGATIVE SOVIET ATTITUDE TOWARD THE SINAI AGREEMENT AND ITS BEHAVIOR ON CONFIDENTIAL

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CURRENT UNEF FINANCING. THE USSR HAS ALREADY REFUSED TO PERMIT ANY OF ITS MOST RECENT PAYMENT OF SOME \$6 MILLION TO BE CREDITED TOWARD ITS ASSESSED SHARE OF THE \$19.8 MILLION COST OVERRUN IN UNEF'S FIRST YEAR OF OPERATION (OCTOBER 25, 1973 TO OCTOBER 24, 1974). RATHER, THE SOVIETS INSIST THAT THIS MONEY BE USED TO PAY FOR THE SOVIET ASSESSMENT FOR THE FIRST SIX MONTHS OF UNEF'S SECOND YEAR. WE CAN EXPECT STRONG SOVIET RESISTANCE TO STILL FURTHER INCREASES IN THE UNEF BUDGET WHICH COULD SPREAD TO OTHER COUNTRIES AS WELL.

5. UN PRIORITIES

IN ORDER TO ANALYZE THE DIMENSIONS OF THE PROBLEM, WE HAVE OBTAINED FROM THE UN A BREAKDOWN OF ITS PRIORITY NEEDS. THIS BREAKDOWN IS IN TIME INCREMENTS; THE IMMEDIATE NEEDS, THE NEEDS WITHIN THREE MONTHS, AND THE NEEDS WITHIN FIVE MONTHS (FULL STRENGTH).

THE MOST IMPORTANT AND COSTLY ITEMS IN THE FIRST PRIORITY LIST ARE: 1) PREFABRICATED UNITS FOR 6 BASE CAMPS AND 90 OBSERVATION POSTS WITH A U.S. COST ESTIMATE

OF \$5 MILLION DOLLARS; 2) FOUR HUEY HELICOPTERS, AT
ROUGHLY \$2 MILLION; 3) 52 1/4 TON TRUCKS AND TEN 3/4 TON
TRUCKS WITH A U.S. COST ESTIMATE OF \$400,000 PLUS SOME
MINE REMOVAL AND COMMUNICATIONS EQUIPMENT.

THE TOTAL COST OF THE FIRST PRIORITY LIST OF AVAIL-
ABLE U.S. ITEMS, INCLUDING AIRLIFT, SHOULD BE BETWEEN
\$5 MILLION AND \$10 MILLION DEPENDING ON HOW MUCH IS
CONTRIBUTED BY OTHERS.

6. YOUR AUTHORITY

THE SECRETARY OF STATE HAS AUTHORITY TO COMMIT THE
UNITED STATES FOR VOLUNTARY CONTRIBUTIONS IN EQUIPMENT AND
SERVICES TO THE UN. UNDER SECTION 7 OF THE UNITED NATIONS
PARTICIPATION ACT (22 U.S.C. 287D-1), THE UNITED STATES
MAY RESPOND AFFIRMATIVELY TO A REQUEST BY THE UNITED
NATIONS FOR SERVICES, SUPPLIES AND EQUIPMENT IN CONNECTION
WITH A PEACEKEEPING OPERATION. THE PRESIDENT, IN 1951,
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IN DELEGATION OF HIS AUTHORITY TO MAKE SUCH RESPONSE, HAS
BY EXECUTIVE ORDER 10206 (16 F.R. 529) AUTHORIZED THE
SECRETARY OF STATE "TO THE EXTENT HE FINDS THAT IT IS
CONSISTENT WITH THE NATIONAL INTEREST" TO REQUEST THE
SECRETARY OF DEFENSE "TO DETAIL PERSONNEL OF THE ARMED
FORCES TO THE UNITED NATIONS, AND TO FURNISH FACILITIES,
SERVICES, OR OTHER ASSISTANCE AND TO LOAN SUPPLIES AND
EQUIPMENT TO THE UNITED NATIONS IN AN AGREED FAIR SHARE
OF THE UNITED STATES UNDER SUCH TERMS AND CONDITIONS AS
THE SECRETARY OF STATE AND THE SECRETARY OF DEFENSE SHALL
JOINTLY DETERMINE..." THE SECRETARY OF STATE IS FURTHER
AUTHORIZED TO REQUIRE REIMBURSEMENT FROM THE UNITED NATIONS
FOR EXPENSES INCURRED, EXCEPT THAT IN EXCEPTIONAL
CIRCUMSTANCES, OR WHEN THE SECRETARY OF STATE FINDS IT TO
BE IN THE NATIONAL INTEREST, HE MAY, AFTER CONSULTATION
WITH THE SECRETARY OF DEFENSE, WAIVE THE REQUIREMENTS FOR
SUCH REIMBURSEMENT.

7. PROCESS FOR OBTAINING THE MONEY

SHOULD YOU DECIDE TO PROVIDE ANY OR ALL OF THE ITEMS
REQUESTED BY THE UN ON A NON-REIMBURSABLE BASIS, THE
DEPARTMENT OF DEFENSE CAN SEEK SUPPLEMENTAL APPROPRIATIONS,
AS NECESSARY, TO COVER THE COST INVOLVED.

8. OPTIONS

BELOW WE HAVE LISTED OPTIONS SEPARATELY ON WHAT THE
U.S. MIGHT APPROPRIATELY DO FOR THE AIRLIFT AND MATERIAL
SUPPLY:

1. AIRLIFT

PROVIDE ON A NON-REIMBURSABLE BASIS ALL NECESSARY AIR-

LIFT SERVICES EXCEPT THOSE SUPPLIED BY OTHER COUNTRIES OR
THOSE THAT CAN BE SHIPPED BY SEA (ESTIMATED AT \$2 MILLION)
TO BRING UNEF UP TO FULL STRENGTH.

PROS:

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--WOULD ENSURE PROMPT DELIVERY TO ENABLE UNEF TO ASSUME
ITS NEW RESPONSIBILITIES.

--EASE BUDGET PROBLEMS FOR THE UN AND REDUCE THE
OPPORTUNITY FOR SOVIET TROUBLE MAKING.

--GIVE HIGH VISIBILITY TO U.S. COOPERATION WITH THE UN.

--FOLLOWS 1973 PRECEDENT.

CONS:

--WOULD ADD TO TOTAL U.S. SHARE OF COST OF SINAI AGREE-
MENT.

--COULD GIVE APPEARANCE U.S. IS WILLING TO DO MORE THAN A
FAIR SHARE.

IO, NEA AND L RECOMMEND APPROVAL:

APPROVE DISAPPROVE

2. EQUIPMENT

OPTION 1

SUPPLY ALL THE EQUIPMENT AND SUPPLIES REQUESTED OF US
BY THE UN ONLY ON A REIMBURSABLE BASIS.

PROS:

--THIS PRACTICE CONTINUES OUR POLICY FOR UNEF SUPPLY
ESTABLISHED IN NOVEMBER 1973;

--WOULD MINIMIZE U.S. SHARE OF TOTAL SINAI AGREEMENT;

--WOULD BE EASIER FOR DOD AND CONGRESS.

CONS:

--MIGHT RESULT IN UNEF NOT GETTING WHAT IT NEEDS TO CARRY
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OUT ITS NEW RESPONSIBILITIES.

--COULD CREATE SERIOUS PROBLEMS FOR FINANCING REGULAR UNEF
BUDGET AND GIVE SOVIETS MORE AMMUNITION FOR CRITICIZING
THE NEW AGREEMENT.

OPTION 2

OFFER PART OF THE MATERIAL REQUIRED ON A NON-
REIMBURSABLE BASIS, SUCH AS THOSE ON THE FIRST PRIORITY
LIST, SETTING A DOLLAR CEILING, EG:, \$10 MILLION.

PROS:

--DEMONSTRATES U.S. WILLINGNESS TO ASSIST UN IN INITIAL
STAGES OF EXPANDING UNEF, BUT WITHOUT ASSUMING TOTAL
RESPONSIBILITY;

--IS ONLY MODERATELY MORE COSTLY TO U.S. AND TO THAT
EXTENT EASIER TO JUSTIFY TO CONGRESS;

--EASES DIFFICULTIES FOR UNEF BUDGET AND MAKES IT MORE
LIKELY THAT UNEF WILL HAVE ALL IT NEEDS TO OPERATE.

CONS:

--MAY ENCOURAGE COUNTRIES IN THE UN WHO WOULD LIKE TO HAVE
THE DEVELOPED COUNTRIES PAY A HIGHER PERCENTAGE OF
ASSESSED PEACEKEEPING COSTS THAN UNDER PRESENT UNEF/
UNDOF FORMULA;

--COULD SET IN MOTION EXAGGERATED EXPECTATIONS THAT THE
U.S. WILL FINANCE ALL PEACEKEEPING OPERATIONS IN THE
FUTURE.

IO, NEA, AND L RECOMMEND OPTION 2, THAT WE SHOULD
PROVIDE ON A NON-REIMBURSABLE BASIS THOSE ITEMS ON THE
FIRST PRIORITY LIST NOT COVERED BY OTHER CONTRIBUTIONS,
LEAVING THE UN TO FINANCE THE ITEMS NEEDED IN SUCCESSIVE
STAGES FROM THE REGULAR BUDGET.

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APPROVE DISAPPROVE

9. CLEARED BY: BUFFUM, SAUNDERS, SCHWEBEL (L),
KIMBALL (PM), ADAMS, AND NSC (HAUGHTON AND HORAN); DOD

WILL BE CONSULTED FOLLOWING SECRETARY'S DECISION.

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